

Iowa Department of Public Instruction Its Origin and Development

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ISSN 0003-4827

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Recommended Citation

Street, John P. "Iowa Department of Public Instruction Its Origin and Development." *The Annals of Iowa* 30 (1950), 397-452.

Available at: <https://doi.org/10.17077/0003-4827.7147>

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Annals of Iowa

ESTABLISHED 1863

Vol. XXX, No. 6

Des Moines, October, 1950

Third Series

IOWA DEPARTMENT OF PUBLIC INSTRUCTION ITS ORIGIN AND DEVELOPMENT

By JOHN PURCELL STREET*

Education in Iowa had its beginnings even before the state was organized as a territory. In 1830, Dr. Isaac Galland, an enterprising citizen of what is now Lee county, organized a school for his children and those of his neighbors.

In order to secure the services of a teacher, Dr. Galland furnished the room, fuel, furniture, and also boarded the teacher. A young man from the neighboring state of Illinois was the first teacher. His name was Berryman Jennings, and his main compensation consisted of board and room and the use of Dr. Galland's medical library.

By 1838, when Iowa was organized as a territory, more than forty schools had been established. All of these were private schools conducted by persons who accepted such children as were sent to them and received as compensation such gifts as the parents were disposed to make. Often persons who had no children of school age made contributions for the support of the school.

By 1838, the population of Iowa had reached 22,859 and it was organized as a territory. Under that organization the chief powers of school government were placed in the hands of local school officers, where they still reside. However, the department of public instruction

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after it was organized, exercised great influence. It should be pointed out that the additions of power to the state office of education have not usually been at the expense of local agencies, but rather have come from the development of new functions.

Robert Lucas, the first territorial governor, was greatly interested in education. In his first address to the Iowa Legislative Assembly, he urged the adoption of a system of general education. He said, "There is no subject to which I wish to call your attention more emphatically than the subject of establishing at the commencement of our political existence a well planned system of common schools."

Acting upon his recommendation, the Legislative Assembly of 1839-1840 adopted the school law of Michigan, practically without change.

I

TERRITORIAL ACT CREATED OFFICE

On January 13, 1841, the Territorial Assembly passed the act which created the office of superintendent of public instruction. The superintendent was to be appointed by the governor, by and with the advice and consent of the council, for a term of three years, at a salary of \$250 per year. Governor Lucas appointed Dr. William Reynolds to the newly created office. Dr. Reynolds served but one year, being in 1842 legislated out of office.

Under this act, the powers of the superintendent were limited. His principal function was the care and distribution of the school fund, which at that time was practically non-existent. But in addition to his financial responsibilities he was authorized to issue instructions for the organization and government of the public schools, prepare forms for school officials, and report to the legislative assembly.

Dr. Reynolds was well qualified for the office. He showed genuine interest in the welfare of the public schools and set to work with energy and enthusiasm. He

used the limited powers of his office to advantage, and under his direction the schools began to make progress. However, he had hardly begun to serve his three year term, when by legislative enactment the office was abolished on February 17, 1842. The legislators termed the expenses of the office a needless expenditure. The discontinuance of the office of education at this time was especially unfortunate, as the territory was fast being settled and as a result interest in schools was increasing.

STATE CONSTITUTION FIXED STATUS

On December 28, 1846, Iowa was admitted into the Union as a state, and the constitution which the people of the territory ratified on August 3, 1846, went into effect. Article X of the constitution dealt with education. The first paragraph provided for the election by the people of "a superintendent of public instruction who shall hold office for three years and whose duties shall be prescribed by law and who shall receive such compensation as the general assembly may direct."

JAMES HARLAN

The Democratic party, which was dominant in Iowa at that time, nominated for the office of state superintendent Charles Mason of Burlington, whose term as chief justice of the supreme court of the territory was about to expire. But James Harlan, a member of the Whig party, who was principal of the Iowa City College, suddenly announced his candidacy for the office as an Independent. He campaigned on the slogan, "This important office should be kept out of politics." Mr. Harlan made a vigorous campaign, visiting practically every one of the thirty-two counties and speaking in every important town in the state. The result of his energetic campaign bore fruit. He was elected.

The Democrats, however, contested his election and a Johnson county district court declared his election illegal. In spite of this decision he took the oath of office and served one year of his term as state superintendent.

James Harlan was a high type of man, thoroughly qualified for the office, and notwithstanding the hostility of the major political party of that period, accomplished much that was worth-while. He encouraged sound procedures with regard to the handling of school lands and school money. He traveled extensively throughout the state, lecturing on educational topics. As a result, a sound and efficient school system was put into successful operation in many of the counties. However, notwithstanding his ability, his understanding of school affairs, and the successful conduct of the office, another election was held in 1848. After a close contest in which State Superintendent Harlan was again thought to have been the winner, his opponent, Thomas H. Benton, Jr., a nephew of the famous Missouri senator, was declared elected.

THOMAS HART BENTON

Thomas Hart Benton, the second elected state superintendent of public instruction, was born in Tennessee and educated in Missouri. He took office on May 23, 1848. In his first report to the general assembly in December following his election, he set forth his philosophy regarding the office. He appears to have been a man of integrity, with a deep interest in education. Superintendent Benton made a careful study of the educational practices in other parts of the country and modified them to meet Iowa conditions. Thomas H. Benton, Jr., held the office continuously from 1848 until 1854, when he declined to run for re-election.

JAMES D. EADS

James D. Eads of Fort Madison, was elected as the new superintendent of public instruction in April 1854.

By the census of 1854 the population of Iowa had increased to 324,401, a gain of 94,472 in two years. Two years later the total population had reached 509,414, a gain of 285,013 over that of 1854. Thus the population in Iowa had more than doubled in four years. From 1852 to 1856 the enrollment in the schools had increased from 33,033 to 59,014, while the number of persons between

the ages of five and twenty-one had grown from 100,083 to 173,868. From 1852 to 1856 the number of organized school districts increased from 1560 to 2850, a gain of about eighty per cent in four years.

At first the administration of Superintendent Eads appeared to be going well. In his first report he stated that he had visited forty-six counties, and had delivered many lectures. He expressed great satisfaction with the educational progress of the schools in the larger towns of the state. Among those especially commended were Keokuk, Fort Madison, Burlington, Muscatine, Davenport, and a number of others. He commented that such schools promised opportunities heretofore unknown in the state. In his report he urged that greater care be used in the selection of teachers.

INCREASED SCHOOL FUNDS

As a result of the rapid settlement of Iowa and the increased sales of public land, the permanent school fund had greatly increased. This meant increased financial duties and responsibilities for the state superintendent, and either due to a poor accounting system or for other reasons, in a short time the financial affairs of the office were in such a state of confusion that it was impossible to determine the amount of money belonging in the various school accounts.

Governor Grimes, an able and honest administrator, openly criticized Superintendent Eads and finally asked for his resignation.

The governor then appointed J. C. Stone of Iowa City, to fill the vacancy thus created. Superintendent Eads refused to surrender the office and was able to maintain his official position until the end of his term.

During this controversy, the state educational program was neglected. This apparent inefficiency of the state superintendent regarding financial matters caused Governor Grimes to recommend to the general assembly that the superintendent of public instruction be divested of all

control or responsibility for the school money and school land. As a result, an act divesting the state superintendent's office of its financial functions and transferring them to the state treasurer was passed. The state superintendent thus was free to devote all his time to directing the educational affairs of the state.

An act was passed by the general assembly on July 14, 1856, authorizing the governor to appoint a commission of three persons to revise and improve the school laws of Iowa and to report to the next general assembly.

Such a commission was appointed by the governor and was headed by Horace Mann of Ohio, one of the most noted educators in the United States. However, after a careful study of Iowa conditions was made and reported by the commission, the general assembly failed to act on the report.

MATURIN L. FISHER

Maturin L. Fisher, the fourth superintendent of public instruction, was elected on the Democratic ticket in April 1857, and entered on the duties of his office on June 9th of that year. The records of his office show that Mr. Fisher possessed the integrity, poise, and educational experience necessary for the wise and judicious administration of the affairs of the office.

Maturin L. Fisher was born in Vermont. He was a graduate of Brown University and studied law, but never practiced it. In 1849 he moved to Iowa and settled in Clayton county where he made his permanent home. Prior to his term in the state office he served as a member of the state senate where he was made president. Superintendent Fisher is described as "a most courtly officer and gentlemen overflowing with kind amenities." He was nominated for governor by the Democratic state convention in 1863 but declined the honor. He was also the recipient of many other honors. Much of his time in the early years of his administration was spent in helping straighten out the financial affairs of his predecessor with regard to the money derived from the sale of school lands.

Superintendent Fisher in his first report went to considerable length in pointing out the weaknesses of the state school system. His conclusions were that the condition of the common schools was very unsatisfactory. Usually there were no examinations for teachers, and frequently very unsatisfactory persons were employed. Practically no supervision of schools was carried on. He attributed this mainly to the want of an efficient school law. He very carefully worked out a proposed system and presented it in his 1858 report, suggesting the legislation necessary to carry it out. In his proposed system he recommended two grades of schools; the common school in which all the youth of the state should be taught free of charge all of what is known as the common branches; and second, the high school for the training of teachers. This also was to be free. He proposed that others not intending to teach might attend the high school upon the payment of tuition. It was also his opinion that normal schools such as had been established in other states were unnecessary, since the state university already in operation could provide teacher training for those who desired more advanced work.

Those desiring to be "professors" in high schools should be educated without charge for tuition at the state university. And lastly, in order to insure better administration in the public schools, Superintendent Fisher suggested strengthening the office of county superintendent.

The proposed duties of the county superintendent were defined as follows, "To establish school districts and define their boundaries; to examine teachers and grant certificates; to visit every school in the county at least twice during each year; to prepare statistical statements regarding the schools and report them to the superintendent of public instruction; to make an annual detailed report of the condition of the schools of the county and to perform such other duties as may be required of him by law." Other recommendations regarding county institutes, the erection of schoolhouses, and a township com-

mittee to supervise the schools of the township but be subordinate to the county superintendent were made. However, in spite of these elaborate plans for a state system of public schools, on September 3, 1857, when the new state constitution went into effect, the office of superintendent of public instruction was discontinued, and the responsibilities for public education were assumed by the newly created state board of education.

STATE BOARD OF EDUCATION

From 1857 to 1864 the state board of education directed the educational affairs of the state. On January 14, 1864, the newly elected Gov. William Stone in his first inaugural address recommended the abolishment of the state board of education. He stated that the purpose of creating the board of education was to establish a permanent and satisfactory system of public education in Iowa. He said this purpose had been accomplished and that the board should therefore be discontinued. To take its place he recommended the re-establishment of the office of superintendent of public instruction. He also pointed out that the constitution had conferred upon the general assembly after the year 1863 the power to abolish or reorganize the board and provide for the educational interests of the state in any other manner that to them should seem best. The Tenth General Assembly, on March 19, 1864, passed the act which abolished the state board of education and provided for the election of a superintendent of public instruction. With this act the duties of supervision and administration of the public schools again devolved upon that official.

The new act provided that the first superintendent be elected by the general assembly then in session, and that at the general election in 1865, "and every two years thereafter a superintendent of public instruction shall be elected by the people, in the same manner as other state officers." The date for the beginning of the term for the superintendent of public instruction was set at January

1, 1866. The duties of the office as set forth in the act were as follows:

1. Keep and file all records pertaining to the office.
2. Supervise the county superintendents and all the common schools of the state.
3. Render a written opinion or decision to any school officer asking for it, touching the exposition or administration of any school law.
4. Recommend text-books to county superintendents.
5. Publish and distribute the school laws of the state.
6. Distribute teacher certificate blanks to county superintendents.
7. Report to the state auditor the number of persons in each county between the ages of five and twenty-one.
8. Make a report to the general assembly and have the same printed.
9. Appoint the time and place for teacher institutes, and transmit fifty dollars to each county superintendent, in whose county, the institute shall be held; this sum to be used to defray the necessary expenses of the institute.

The salary of the superintendent was set at \$1300 per annum. The superintendent was also given a clerk for his office, whose salary was to be \$1500, for two years. The clerk was also to act as state librarian.

ORAN FAVILLE

On March 26, 1864, Oran Faville who had previously been secretary of the board of education, was elected state superintendent of public instruction by the general assembly. Mr. Faville was born in Manheim, New York. He was a graduate of Wesleyan University, Middletown, Connecticut. Prior to his election as state superintendent, he was engaged in educational work in a number of schools and colleges. From 1853 to 1855, he served as president of Ohio Wesleyan College at Delaware, Ohio. On account of poor health, he resigned and moved to Iowa, where he resided on a farm in Mitchell county. He was soon called back into public service, being appointed as county judge in Mitchell county. In 1857 he was elected

lieutenant governor of the state. Later he served as secretary to the state board of education. He also served as president of the Iowa State Teachers association and for four years was editor of the *Iowa School Journal*. After serving for three years as superintendent of public instruction, he resigned in 1867 and because of ill health again retired to private life.

Superintendent Faville believed that improvement of schools should come through careful supervision and sound administration, rather than through hasty legislation. He felt that the urgent need of the state was a supply of better prepared teachers. He recommended a state normal school and encouraged institutes for teachers. Superintendent Faville worked energetically with county superintendents, encouraging them to visit schools in order to improve instruction. He outlined careful and uniform methods of making reports and recommended new and modern methods of improving instruction. His resignation from the state office was received with regret by all who were interested in public relations.

D. FRANKLIN WELLS

To the vacancy caused by the resignation of Oran Faville, Governor Stone appointed D. Franklin Wells, who was at that time state agent for the Iowa State Teachers association. Mr. Wells was born in the state of New York, where he spent his boyhood on a farm. He attended the rural schools of his county, and later an academy in his native village. At nineteen years of age, he taught a district school at a salary of twelve dollars a month. Through the influence of Prof. T. S. Parvin of the State University of Iowa, he was induced to come to Iowa in 1853. Prior to his appointment to the state office, Wells was principal of one of the schools of Muscatine, and later became head of the normal department of the State University of Iowa.

D. Franklin Wells assumed the duties of the superintendent of public instruction on March 9, 1867. At the following general election he was elected to a full term,

but died in November of the next year at thirty-nine years of age.

Superintendent Wells was a recognized educational leader. He was elected to the presidency of the State Teachers association three times. As state superintendent, he carried out the policies of his predecessor. His major interest was the improvement of teaching. He was an ardent supporter of institutes for teachers, as a means of improving instruction. He also believed that institutes were valuable, as means of developing morale among teachers, and also for developing sentiment in favor of public schools. In his report for 1867 he set forth, apparently for the first time, the idea of having only one normal school for the state, but his recommendation received no support from the general assembly.

ABRAHAM S. KISELL

Following the death of Mr. Wells, Gov. Samuel Merrill appointed Abraham S. Kissell to fill the unexpired term.

Mr. Kissell entered upon the duties of the office on January 28, 1869. Lewis I. Coulter, a clerk in the state superintendent's office, acted as superintendent of public instruction in the interim between the death of Mr. Wells and the appointment of Mr. Kissell.

Abraham S. Kissell was born in Chambersburg, Pennsylvania, where he spent his boyhood. Little is known of his schooling except that he attended the public schools. His educational work in Iowa began as a principal of the first grammar school in Davenport. He later served six years as superintendent of the Davenport schools, and still later as county superintendent of the Scott county schools. He was superintendent of public instruction from 1869 to 1871. Later, he moved to Chicago, where he became active in commercial enterprises.

SUPERINTENDENT'S DUTIES INCREASED

By an act passed by the general assembly on April 9, 1868, the duties of the state superintendent's office were increased by the following listed duties:

1. Meet the county superintendents in convention at suitable points in the state, and by explanation and discussion, endeavor to secure a more uniform and efficient administration of school laws.

2. Attend and lecture at teacher institutes.

3. Determine all cases appealed from the decisions of county superintendents.

4. Revise and codify all school laws in force, after the adjournment of each regular general assembly, before printing a new edition of said laws as was then required by statute.

The same legislature provided for a deputy in the office of the superintendent of public instruction. Superintendent Kissell followed a policy similar to that of his predecessors in that he stressed more careful supervision together with improved facilities for teacher training. He was a zealous worker, and visited every section of the state, in the discharge of his official duties. Like his two immediate predecessors, he advocated the establishment of a state normal school. To support his position, he pointed out that Iowa had 12,575 teachers in the schools of the state, only 754 of whom had attended any teacher training institution. He also called attention to the fact that Massachusetts, Michigan, and Illinois all had established state normal schools. He also emphasized the necessity for moral and religious instruction in the public schools. This was the first time that a state superintendent had stressed the need for such instruction.

Superintendent Kissell was an able, conscientious, and tireless worker. He was always willing to put up a fight for what he considered the best interests of the public schools.

ALONZO ABERNETHY

Superintendent Kissell was followed in 1872 by Alonzo Abernethy, who at the time he was elected state superintendent was president of Des Moines College.

Alonzo Abernethy was born in Sandusky, Ohio, where he received his early education in the public schools of that city. He came with his father to Fayette county, Iowa, at the age of eighteen. He attended the academy at Burlington, Iowa, and later entered the University of

Chicago. He left school in his senior year at the university, to enlist in the Union army as a private. Before his regiment was mustered out of service, he was promoted to the rank of lieutenant colonel.

Abernethy received his bachelor of arts degree from the University of Chicago in 1866. He held the office of superintendent of public instruction for four years, after which he became president of the University of Chicago. He returned to Iowa in July 1881, when he was made principal of the Cedar Valley Seminary at Osage, Iowa, where he served for twenty-one years. From 1890 to 1909, he was a member of the University of Chicago board of regents.

Superintendent Abernethy, like his predecessors, believed that efficiency in the public school system could be improved most directly by supervision. To achieve this he worked closely with the county superintendents. He insisted on efficiency in office. The most important legal change in the school law during Superintendent Abernethy's administration was the authorization for the formation of independent school districts from the sub-districts of a district township. In a short time, as a result of this law, about one district in fourteen had elected to form independent districts.

Another change in the law, added physiology to required subjects for examination before receiving a certificate.

The educational board of examiners which had been operating for twelve years was abolished. Boards of directors were prohibited from changing textbooks often-er than once in two years except by the vote of the electors.

STATE NORMAL SCHOOL

The establishment of the state normal school at Cedar Falls on March 17, 1876, was the result of years of agitation on the part of friends of teacher training. Every superintendent of public instruction since the Civil war had recommended its establishment. The normal school

act provided for \$14,500 to establish a normal school at Cedar Falls in Black Hawk county, to be managed by a board of directors no two of whom were to be taken from the same county. The board was to consist of six members elected by the general assembly. It was provided that an annual report be made to the superintendent of public instruction. Twelve years later (1888) the superintendent of public instruction was made an ex-officio member and president of the board of directors of the state normal school.

IOWA EDUCATIONAL EXHIBIT

On February 26, 1876, the Iowa General Assembly passed an act appropriating \$20,000 to aid in exhibiting the resources and products of the state of Iowa at the Centennial exhibition to be held in Philadelphia, May 10 to November 10, 1876. The Iowa exhibit was arranged in seven departments, one of which was the department of education and science. The superintendent of public instruction, Alonzo Abernethy, was placed in charge of the educational exhibit.

EDUCATIONAL POLICIES

The educational policies of Superintendent Abernethy are reflected in his recommendations which follow:

1. Stricter accountability by school officers in the management of school funds.
2. Action to prevent the further multiplication of school districts.
3. A requirement that school secretaries report the name and age of each person residing in the district between the ages of five and twenty-one.
4. More efficient supervision of the ungraded schools of the state. Increases in the salary of the county superintendent, and raising the requirements for holding the office.
5. Creation of a state board of examiners, with authority to issue permanent diplomas and state certificates to professionally competent teachers.
6. Examinations in drawing, elementary physics, and vocal music, as a requirement for a teaching certificate.
7. The establishment of one or more normal schools, by the state, for the training of teachers.

8. The county institute law changed, so that teachers could be relieved of part of the expense of attending them.

9. More adequate provision for establishing county high schools.

During the next twelve years (1876-1888), the work of the department of public instruction became increasingly burdensome. New duties were added without increasing the staff. The general assembly established a state normal school at Cedar Falls. During this period, the work in the office of the county superintendent increased greatly, both in amount and importance. More time was spent on the organization and development of the curriculum.

CARL W. VON COELLN

Superintendent Abernethy was succeeded in office by Carl W. von Coelln, who held the office by election for three terms until 1882. He was born in Westphalia, Germany. At the age of 21 he was graduated from the Gymnasium of Westphalia, and in 1854 received a master's degree from Bonn University. Soon thereafter he came to the United States where he served as professor of chemistry and natural philosophy at Grinnell College. He became superintendent of schools at West Waterloo, Iowa, where he continued until elected superintendent of public instruction in 1876. His reports are mainly concerned with supervision both at the state and county level. He pointed out that in both cases the service was inadequate to meet the needs. In the county the inadequacy was partly due to the political dependency of the county superintendent, and in part to the general lack of any required qualifications for holding the office. The state service was inadequate because of the large amount of work to be done and the lack of an adequate staff.

It was during the term of Superintendent von Coelln that for the first time a course of study for the rural schools was issued from the state office. This course of study was constructed on a cooperative basis. Superintendent von Coelln obtained from leading educators in the state outlines of the branches in which they were proficient, and after a revision by a committee of which

he was chairman, copies were printed. The course of study included outlines in reading, didactics, grammar, arithmetic, geography, physiology, history, penmanship, and orthography. These outlines were distributed at the county institutes. A regular course of study for the ungraded schools of the state was ready for distribution in 1880. It was prepared by a committee of county superintendents which included those of Keokuk, Scott, and Dubuque counties. In addition to the syllabus of each of the subjects to be taught, the manual included rules and suggestions for school management and government, precepts and suggestions on the theory and principles of teaching, a sample program of recitations and study, and a record to be filled out so that a teacher's successor would be able to determine the degree of advancement of each pupil.

BOARD OF EDUCATIONAL EXAMINERS

When the board of educational examiners was re-established it added a new responsibility to those of the superintendent of public instruction, as he was made president of the board. This was done in order to centralize the work of examining and certifying teachers in the state office. The membership of the board, in addition to the state superintendent, consisted of the president of the State University of Iowa, the principal of the state normal school, and two persons, one of whom was to be a woman, to be appointed by the state executive council.

JOHN WESLEY AKERS

John Wesley Akers was elected to the office of superintendent of public instruction in 1882. Mr. Akers was the first Iowa-born state superintendent. He continued the general policies of his predecessor in the conduct of the office. He served for three consecutive terms.

Superintendent Akers received his early education in a rural school. Later he was graduated from Cornell College at Mt. Vernon, Iowa. He served as a private in the Civil war. Later he served as superintendent of

schools at Vinton, Waterloo, and Cedar Rapids. Following his three terms as superintendent of public instruction, he served as principal of the Walter Scott school in Chicago, acting president of the Olivet University, and finally held the chair of theology in the Pasadena College, Pasadena, California, where he spent the last four years of his life.

The Twenty-first General Assembly, by joint resolution, requested the state superintendent to present in his next biennial report an exhaustive treatment of the subject of compulsory education. As a result the report of 1886 contained nearly twenty pages of material on that subject. Superintendent Akers reviewed the laws of other states on the subject and presented the facts he was able to collect relative to compulsory education.

Superintendent Akers concluded, "There must be a strong presumption in favor of an education measure in which all the leading nations of the world are enlisted, and which has almost the unanimous advocacy of the teaching profession and of those public officials who are best informed as to the necessities of the case. In face of this, there is everywhere acknowledged difficulty in putting a compulsory school law in force, but provisional enforcement of a compulsory school law is all that should be desired."

HENRY SABIN

Henry Sabin became superintendent of public instruction on November 8, 1887. The last decade of the nineteenth century marked the beginning of the modern period in the development of American education. Iowa shared in this educational development. The new superintendent, Henry Sabin, ranks high among those who have been responsible for Iowa's educational progress. He directed his attention to the improvement of the Iowa rural schools to a greater degree than had any of his predecessors.

Henry Sabin was a native son of the state of Connecticut. His father was a successful farmer. After attending a rural school, he took his college preparatory work in

Woodstock Academy. He entered Amherst College at the age of 18, graduating with honors in 1852.

After teaching for a number of years in the east, he migrated to Iowa, where in 1870 he became the superintendent of the Clinton city schools. He served in that capacity for seventeen years.

He was nominated and elected superintendent of public instruction in 1887. He was nominated for a third term in 1891 but was defeated by J. B. Knoepfler, the Democratic candidate. However, two years later Sabin was again nominated and elected to the office. He retired from public office in 1898 and spent the later years of his life writing, lecturing, and doing institute work.

During his long term of service as an Iowa educator Henry Sabin received many high honors. He served both as president of the Iowa State Teachers association and president of the N. E. A. department of superintendents.

In 1895, he was made chairman of the famous "Committee of Twelve" on rural education, which reported a year later.

Before the close of his career he was recognized as one of the leading authorities on rural education in America. He was the author of several nationally known books. Both the State University of Iowa and Cornell College conferred on him an L. L. D. degree. Henry Sabin believed that the first and most important duties of his office pertained to rural school supervision, rather than to the supervision of town or city schools. He recognized that, in general, conditions in the rural schools were much below those in the cities.

As a result of an extensive survey which he conducted Superintendent Sabin made the following recommendation:

1. A compulsory attendance law.
2. Such division of the school year that the longest term would come in the winter and be long enough to cover the attendance required by law.

3. Uniform examinations for teachers with qualifications for teachers raised.

4. More care in the selection of teachers with more weight given to the maturity of mind of the prospective teachers.

5. More attractive surroundings to the building, and greater care in making the school rooms pleasant and attractive.

6. A course of study for rural schools prepared by the state department of public instruction, and its use made compulsory.

7. Classification of pupils according to their attainments; a system of reporting the progress of pupils to their parents, and a certificate to students who completed the course, which should entitle them to admission to any high school in the state without examination.

8. Free text-books, the ownership to be vested in the district.

9. Pay for school officers.

In each of his four biennial reports, Superintendent Sabin called attention to the poor preparation of the public school teachers, and each time urged that something be done about it. He believed that the solution of the problem of poorly prepared teachers lay in providing more normal schools.

JOHN B. KNOEPFLER

John B. Knoepfler who held the office of superintendent of public instruction for one term (1892-1894) endeavored to carry out the policies of Henry Sabin, his predecessor, and also his successor. He made no new recommendations to the general assembly.

John Baptist Knoepfler was born in Newkirk, Wurttemberg, Germany. His father was a farmer, who with his family came to America in 1854 and settled in Detroit, Michigan, from which city he moved to Oakland county in the same state. John Knoepfler attended the rural schools and a normal school. After a few years of teaching in Michigan he moved to Fayette, Iowa, as principal of their high school. He became superintendent of schools at West Union in 1882, where he remained for seven years.

He was elected superintendent of public instruction, on the Democratic ticket, in 1891, in a state which at that

time was normally Republican. He was a candidate for re-election in 1893, but was defeated by Henry Sabin.

After his defeat for re-election, John B. Knoepfler accepted the chair of German at the state normal school at Cedar Falls, which position he held until his death in 1926.

RICHARD C. BARRETT

Henry Sabin was succeeded as state superintendent by Richard C. Barrett, who was born near Waverly, Iowa. Richard Barrett attended a rural school in his home county and later Decorah Institute at Decorah, Iowa.

He served as principal of the Riceville schools and later held the office of county superintendent in Bremer county for twelve years. Richard C. Barrett was elected superintendent of public instruction in 1897, serving in that capacity for six years. In his first report he advocated:

1. Making the township the unit of organization.
2. Provision for township graded schools.
3. Transportation of children to a central township high school.
4. Better teachers.
5. School libraries.
6. Free text-books.
7. Better trained supervisors.
8. A course of study adapted to the needs of the pupils.

In 1901 Superintendent Barrett devoted sixty-seven pages of his biennial report to the consolidation of districts and the transportation of pupils. He believed the consolidated school would in time be the solution of the rural school problem. He was recognized as an authority on rural schools.

In 1904, he received an honorary degree from Drake University.

Almost immediately after his retirement from the office of superintendent of public instruction, he accepted a position on the faculty of the Iowa State College at Ames, occupying the chair of civics.

In the midst of his activities at the college, in the very prime of life, he was stricken with an infection of the mastoid and died at Des Moines, March 3, 1909.

JOHN F. RIGGS

Superintendent Richard C. Barrett was succeeded in office by John F. Riggs, who held the office from 1904 to 1911. He was born on a farm in Henry county, Iowa, where he attended a rural school. He later attended Whittier College in Salem, Iowa, and Iowa Wesleyan College at Mount Pleasant, from which institution he graduated in 1885. He served as county superintendent in Henry county for six years and later served as superintendent of schools at Sigourney, Iowa, holding that position until he was elected state superintendent in 1904. He was superintendent of public instruction for seven years. John F. Riggs, like his predecessor, was a strong advocate of rural school consolidation.

In 1905, he issued a bulletin on the conditions and needs of Iowa rural schools. The general assembly passed an act on April 5, 1906, providing for the organization of consolidated school districts. This was followed in 1911 by a law which provided for the transportation of pupils in consolidated school districts.

ALBERT M. DEYOE

The next in line of succession in the state superintendent's office was Albert M. Deyoe who was elected to the office on November 8, 1910, and who served from 1911 to 1919. Superintendent Deyoe was born on a farm near Dodgeville in Iowa county, and later with his parents he moved to a farm near Mason City. His early education began in a rural school, after which he attended Mason City high school. He studied at the State University of Iowa, from which institution he received a master's degree in 1890. His teaching experience began in a rural school and included a high school principalship, a town school superintendency, and nine years as superintendent of the Hancock county schools.

The period of Mr. Deyoe's incumbency was one of definite educational progress. During his term as state superintendent greater stress was placed on rural school consolidation than in any previous period. Superintendent Deyoe announced that it was his purpose to press for equal educational opportunities for all Iowa boys and girls, regardless of whether they lived in a rural area or in towns or cities. Consolidation was given special impetus in April 1913 by an act passed by the general assembly, which provided state aid to consolidated schools. The state aid provided for approved departments in consolidated schools was as follows:

1. For a two-room school \$250 for equipment plus \$200 annually.
2. For a three-room school \$350 plus \$500 annually.
3. For a four-room school \$500 plus \$750 annually.

In 1913 the total number of consolidated schools in Iowa was twelve. By January 1, 1922, the number had increased to 439. However, a sudden fall in farm prices caused a reaction to the movement and by the close of 1922 consolidation came to a stop. Another forward step under the administration of Superintendent Deyoe was the standardization of rural schools. The Thirty-eighth General Assembly passed an act in 1919 providing state aid to rural schools that met certain standards set up by the department of public instruction. These standards pertained to the qualifications of teachers, the number of pupils in average daily attendance, length of the school year, and certain requirements regarding the building, equipment, and supplies. Rural districts meeting these requirements were allocated a certain amount of state aid.

P. E. MC CLENAHAN

Superintendent Deyoe was succeeded as state superintendent by P. E. Mc Clenahan who served one four-year term. Superintendent Mc Clenahan was born in Keokuk county, Iowa, near Sigourney. He received degrees from both Iowa State Teachers College and the State University of Iowa. His educational experience included two years as principal of the secondary school division of the

State College of Agriculture and Mechanics Arts at Las Cruces, New Mexico. He was dean of the Liberal Arts College at Highland Park College, Des Moines, Iowa, from 1909 to 1911. He held the position of high school inspector for the department of public instruction from 1911 to 1916. He was elected to the office of superintendent of public instruction in 1916.

Superintendent Mc Clenahan gave his active support to the standardization of rural schools. However, it was recognized that standardization had its defects. No inspection was provided by the state superintendent's office. As a result, the work of inspection fell on the county superintendent. But the law was popular, and in 1927 the number of schools meeting the standards totaled 1985.

MAY E. FRANCIS

May E. Francis was elected superintendent of public instruction in 1922. As the first woman to hold the office she served one four-year term. She was born on a farm in Blue Earth county, Minnesota. She completed her elementary and high school education in her home county and was graduated from a four-year course at Iowa State Teachers College. She received her master's degree from Teachers College, Columbia University, in 1922. Her educational experience preceding her election to the state superintendency included teaching a rural school, two years as superintendent of the Denver, Iowa, schools, four years as superintendent of the Bremer county schools, and two years as inspector of rural schools under Superintendent Mc Clenahan.

It was under the direction of May E. Francis, as supervisor of rural schools under Superintendent Mc Clenahan, that the first set of regulations for standardizing the one-room rural schools of Iowa were drawn up. Miss Francis during her term as state superintendent continued her interest in the standardization of the one-room rural schools.

AGNES SAMUELSON

Following May E. Francis, Agnes Samuelson was elected superintendent of public instruction in 1926. Miss Samuelson was born and reared in Page county, Iowa. Her early educational training was in the Shenandoah public schools following which she attended Western Normal College in Shenandoah for one year. During the next two years she attended Nebraska State University. In 1926 she received her bachelor of arts degree from the State University of Iowa, later receiving her master's degree from the same institution.

Miss Samuelson's educational experience included: a rural teacher for three years; a high school principal at Silver City, Iowa, for two years; superintendent at Yorktown, Iowa; and superintendent of the Page county schools for eight years. She was a member of the extension staff at Iowa State Teachers College, Cedar Falls, from 1923 to 1926. She was superintendent of public instruction for twelve years.

After leaving the state superintendent's office, she served as executive secretary of the Iowa State Teachers association for seven years, following which she was made assistant editor of the *N. E. A. Journal* at Washington, D. C., where she is still serving.

The administration of Agnes Samuelson as state superintendent was one in which steady educational progress was made. During her term, a determined drive was made for a state-wide law for pensions for teachers. This movement failed, but in 1927 an act was passed by the Forty-second General Assembly which did establish a pension or annuity retirement system for public school teachers in certain school districts of the state. Under this act cities with a population of 25,100 were eligible to set up such a system on condition that the plan was ratified by a vote of the people at a general election. Such a system was established in several of the larger cities of the state.

The general assembly abolished county high schools in 1927. An act was passed which fixed twenty-five years as the time limit for school bonds.

Junior colleges were legalized in 1927 and placed under the supervision of the department of public instruction.

Biennial school elections in cities of 125,000 population was provided. The Forty-third General Assembly in 1929 laid the foundation for our present law for handicapped children. It also authorized high school attendance in adjoining states with tuition paid by the home district under certain conditions. The Forty-fourth General Assembly (1931) brought the school laws practically up to their present form and established the present county instruction improvement fund law and added Iowa history to the list of required subjects. The Forty-fifth General Assembly set up a system of school accounting. The Forty-sixth General Assembly set up regulations for the operation of school busses in the interest of safety of the school children. It changed the census law so that it is taken biennially instead of annually and provided for the rental of school text books.

During the administration of Agnes Samuelson, attention was given to the secondary school curriculum. With the assistance of school administrators and teachers new courses of study were written for the secondary schools. These were distributed to all the schools of the state.

JESSIE M. PARKER

Jessie M. Parker was elected to the office of superintendent of public instruction in November 1938 to succeed Agnes Samuelson, who was not a candidate for reelection.

Miss Parker was born in Black Hawk county, Iowa. She was educated in the Lake Mills public schools, Iowa State Teachers College, Grinnell College, Valparaiso University, and Des Moines University. She taught in grade school and in high school, served as high school principal, county superintendent, and as state rural school supervisor. She is now in her twelfth year as superintendent of public instruction.

Miss Parker's term as state superintendent has been a period of tremendous expansion. With the granting of state aid by the general assembly to the amount of thirteen million dollars to be administered by this office, a new division to be known as the division of administration and finance became a necessity. This was organized with a director and assistants.

Transportation under the new law became a three million dollar project operated with a director and assistants.

After the federal law providing educational opportunities for war veterans was passed, the approval for schools for them to attend was placed under the direction of the department of public instruction. This made necessary a director of veterans education with assistants.

The special education program, which was barely started when Miss Parker's administration began, has been greatly expanded, until it now offers a state program in twenty-six counties, with a prospect of complete state coverage in the near future. This department now has a full time director with a staff of experts in the field to assist in carrying on the work.

The Iowa vocational rehabilitation division has been expanded until it now employs a full-time director with a complete staff.

The federal aid granted to public schools for a greatly enlarged hot lunch program made necessary a director and staff for that division.

Due to the unprecedented shortage of teachers, the work of the board of educational examiners has been greatly increased. As a result the secretary became a director with a much larger staff. With the increased demands for service in the public schools, further expansion seems inevitable.

NEW COURSES OF STUDY

One of the outstanding accomplishments of Superintendent Parker's administration is the completion of new

courses of study for both the elementary and secondary schools.

This has been a co-operative undertaking with hundreds of administrators and teachers from the university, colleges, secondary schools, and elementary schools participating.

The work has extended over a period of years. The expense involved has been held to a minimum as those taking part have received no compensation beyond their expenses.

That hundreds of the leaders of education in Iowa should make such a thorough study of the curricular needs of the Iowa public schools in itself assures progress. These courses of study have been given wide acceptance outside the state.

RESEARCH COMMITTEE

During the past year a committee appointed by Miss Parker has directed a research study into the needs of post high school students. The committee includes two members from each of the three state schools, one from a four-year college, one from the Iowa State Education association, three from the Junior College association, and one from the state superintendent's staff.

It is possible that the findings of this committee may have a far reaching effect on the type of education offered to post high school youth.

II

DIVISION OF SUPERVISION

The division of supervision within the department of public instruction, employs four regional supervisors and a rural school supervisor.

In 1849, an act was passed in which it was stated that "the superintendent of public instruction was to have general assembly the condition of the university, the He was required to visit each county each term, deliver

public lectures, examine and recommend text-books, prepare suitable forms for all reports, and give directions and instructions in regard to the same. He was to make rules and regulations; cause the school law to be printed and distributed; report to each regular session of the general assembly the condition of the university, the public schools and their funds." Many other duties were enumerated. He was a very busy man and the supervision he exercised must have been spread rather thin.

As early as 1870, it was recognized that supervision was one of the pressing needs of our state school system. State Superintendent Kissell in his annual report to the general assembly of that year recommended, "That the state by proper officials appoint six assistant state superintendents whose duties shall be confined within six specified districts, and who shall devote themselves exclusively to the work of lecturing and teaching at institutes and attending educational conventions for school officers, and in visiting schools." However, his ambitious scheme for increased school supervision received no support from the general assembly.

At one time the State University of Iowa employed a secondary school inspector who did an excellent job in visiting high schools and recommending improvements. However, there was little supervision of instruction and one man for the state was not enough. In time the work of so-called inspection was transferred to the department of public instruction.

The work of the four regional supervisors now includes the visitation of the town and city schools, and advising with superintendents, teachers, and school boards, making such recommendations as may seem needed.

A very important part of their work is approval of schools in their several districts. In order to receive approval the school must meet the standards which have been set up by the supervisors.

A school failing to meet the established standards, cannot legally collect tuition from students outside the district who desire to attend.

Another important duty of the supervisors is to plan with the county superintendents a program for the multiple county institutes which are held annually. Selecting and hiring instructors for these institutes, and arranging the time in which they shall be held is an important and difficult job.

RURAL SCHOOLS SUPERVISOR

The duties of the rural school supervisor are similar to those described above except that her duties pertain to rural schools only.

In conclusion, there is no more important division under the superintendent of public instruction than that of supervision. It is the connecting link between the schools and the state office. While the supervisors act usually in an advisory capacity, their influence over the educational program of the state is great.

NORMAL TRAINING DEPARTMENT ESTABLISHED

By act of the Thirty-fourth General Assembly a normal training department was authorized in 1911. The purpose of the act was to provide training for rural teachers. The act established normal training courses in approved high schools, designated by the superintendent of public instruction. An inspector was also provided. The law required that review courses be offered in the common branches deemed necessary by the superintendent of public instruction. Also courses were required in elementary agriculture, home economics, and some professional subjects. High schools approved for normal training received up to \$750 per year as state aid. The superintendent of public instruction was authorized to prescribe the conditions for admission to normal training courses, the course of study, and requirements for graduation.

The state board of educational examiners was required to conduct examinations twice each year, and was authorized to issue normal training certificates good for two years in any public school in the state. The first year 1911-1912 forty normal training departments were or-

ganized with a total enrollment of 624 students. The number of normal training schools reached a peak of 207 schools with an enrollment of 6000 students. By 1939, the number began to decline, and on September 1, 1948, by statute normal training high schools were discontinued.

MINING CAMP SCHOOLS

Producing soft coal long has been the chief mining industry in Iowa. Conditions in these mining camps have always been bad. The population, due to the variation in mining activities in the different camps, was constantly shifting from one center to another. From the standpoint of economics, the miners were poor and lived in cheap poorly constructed houses. The population in these camps varied greatly over short periods of time.

There was little taxable property in the school districts in which the camps were located; therefore, it was impossible to support a reasonably good school on the money that could be raised by taxation. Another serious problem was that of securing good teachers under the conditions that existed.

Even as far back as the administration of State Superintendent Deyoe, it was recognized that financial aid from the state for these mining school districts was badly needed. Superintendent Deyoe in his annual report for 1918 recommended to the general assembly that state aid be given to the mining camps. Acting on this recommendation the Thirty-eighth General Assembly in 1919 passed an act making an appropriation of \$50,000, later doubled, for the mining camp schools. Part of the appropriation was to be used to pay the salary of an inspector who was under the direction of the superintendent of public instruction.

The appropriation necessary for these schools has dwindled to \$72,000 in 1949, and it is possible that with state aid available to all schools, the appropriation for mining camp schools may soon be discontinued.

IOWA PUBLIC JUNIOR COLLEGES

The junior college movement which was started in Joliet, Illinois, in 1902, has spread so rapidly that it now is found in all but two of the states. The total number in the United States now is more than 650.

The first public junior college in Iowa was organized as a department of the public schools in Mason City and began operations in September 1918. It was established without legal sanction, as there was no law on the statute books of Iowa at that time authorizing the establishment of junior colleges as a part of the public school system. The movement spread so rapidly that by 1930 thirty towns in Iowa had organized junior colleges as a part of their public school system. Many of them were organized in towns too small to support a junior college and have been discontinued.

The first Iowa law pertaining to public junior colleges was passed by the Forty-second General Assembly on April 6, 1927, and is as follows:

280.18. Junior Colleges. The board, upon approval of the state superintendent of public instruction, and when duly authorized by the voters, shall have power to establish and maintain in each district one or more schools of higher order than an approved four-year high school course. Said schools of higher order shall be known as public junior colleges and may include courses of study covering one or two years of work in advance of that offered by an accredited four-year high school. The state superintendent of public instruction shall prepare and publish from time to time standards for junior colleges, provide adequate inspection for junior colleges, and recommend for accrediting such courses of study offered by junior colleges as may meet the standards determined.

Prior to the passage of this law, the standards for public junior colleges were set up by a committee known as the inter-collegiate standing committee. The personnel of this committee was made up of the registrar and one professor from each of the three state schools. Members of this committee visited the junior colleges, advised with them regarding the curricula, approved their teachers, and acted as an accrediting agency for the three state schools.

After the passage of the law of 1927, the department of public instruction, due to a small staff or for other reasons, for a number of years, failed to exercise the authority conferred upon it by the act of 1927, and the inter-collegiate standing committee continued to function.

But this committee whose name had been changed to the "Committee on Secondary School and College Relations" in 1941, made an urgent request that the department of public instruction assume the responsibilities conferred upon it by the act of 1927.

The state superintendent complied with this request and appointed a director of public junior colleges. The duties of the director were to visit the junior colleges, advise with them in matters pertaining to their curricula, approve their teachers, and for the department accredit them.

Since the assumption of these new duties, there has been close cooperation between the department of public instruction and the committee. The standards, which the department has been authorized to establish, have been jointly worked out with this committee.

LEGAL ADVISOR

The services rendered by the legal advisor cover a wide variety of subjects, all connected with school administration. Among these are questions involving building construction, bond elections, voting special taxes for school building purposes, preparation of school budgets to meet the obligations of the district, the collection and payment of tuition, including state payment of tuition for children domiciled in licensed boarding homes and charitable institutions who attend the public schools, the closing and re-opening of schools, the purchase of equipment, the repair and remodeling of schoolhouses, the sale of abandoned school buildings and sites and the disposal of funds received from said sale, the purchase or construction of homes for superintendents and teachers employed by the public schools, the payment of school debts, the hiring of teachers, the continuance of their contracts,

the termination of said contracts, their dismissal for cause and preparation of rulings for their dismissal, certification and revocation of teachers' certificates, and their tenure when under contract. These are only samples of the many problems in school administration which require legal interpretation.

BEGINNINGS OF SPECIAL EDUCATION IN IOWA

Iowa was alerted to the educational needs of handicapped children at an early period. The usual pattern was followed and by legislative action institutions were established the year indicated as follows:

Iowa School for the Blind, Vinton,	1853
Iowa School for the Deaf, Council Bluffs,	1855
Anne Wittenmeyer Home, Davenport,	1863
Iowa Training School for Boys, Eldora,	1868
Iowa Training School for Girls, Mitchellville,	1868
Glenwood State School, Glenwood,	1876
Iowa Tuberculosis Sanitorium, Oakdale,	1908
Woodward State Hospital and School, Woodward,	1917
Iowa Juvenile Home, Toledo,	1920
Iowa Hospital-School for Severely Handicapped Children, Iowa City,	1948

Back through the years appeared sporadic attempts at special classes for a particular group of handicapped. Usually, the established class was shortlived. The particular motivating need being served, enthusiasm soon lagged. In 1930 a census of handicapped children revealed something of the need, but no immediate action ensued.

A group of insistent advocates for aid for the handicapped, who had made many requests, even demands, that Iowa make a start towards providing instruction for her sorely handicapped younger citizens, secured the interested support of State Senator G. M. Hopkins of Guthrie county, and State Representative A. H. Avery of Clay county for work and study in this area. An allocation of funds was made in the legislative session of 1935, \$10,000 per annum Aid to Handicapped Children in the biennial

appropriation to the department of public instruction. In using these funds a class for the retarded was set up at Independence. A speech project was initiated in Howard county. These were shortlived but through them improved methods of handling these two most prevalent handicaps were demonstrated.

In the half decade following, the appropriation was increased (1939) to \$15,000. The participating districts increased to 161, that served the needs of 377 handicapped children. No amount was available for supervision of the embryonic programs. Promotion of the program was inhibited by the meagre financial strength. Voluntary applications from interested school districts were approved, partial reimbursement of excess costs was made. Very frequently, when a needed trip could not be made incidentally to another recognized department activity, costs were borne by the administering departmental worker. All available funds were used for reimbursement to participating school districts. The interim committee of the state legislature made up annual deficits. Larger districts magnanimously waived making applications for approval and requisition for reimbursement because of the paucity of funds.

Smouse School, Des Moines, opened in 1931 as a result of a gift of \$333,000 by Dr. and Mrs. David W. Smouse to the Des Moines public schools, permitted the organization and development of a special education program for the physically handicapped, of unusual significance and worth. Twenty or more Iowa cities instituted partial programs during the fifteen years of 1930-1944 inclusive.

The need for improved service, especially to the homebound in isolated districts, and for a widened service as well, led to experimentation in Iowa in 1939 looking for improved methods of service to the homebound. In the 1939-1940 school year at Newton, Vinton, Marshalltown, and Waterloo, school-to-home teaching by the use of adapted intercommunication equipment and telephone

lines was pioneered by the Iowa state department of public instruction. The successful method is now (1950) available wherever American Telephone & Telegraph Corporation related lines (the Bell System) exist, was developed. More than a thousand homebound pupils thus have been served by the public schools of Iowa in the intervening years.

In securing the legislation to which the Iowa program looks for authorization, in setting up the organization and regulations, and in financing and developing the program, the cooperation and almost integrated effort of the many like-minded agencies and activities within our state was of vital worth. There is much appreciation, especially of the helpfulness of many educational leaders in our state.

The special education act of 1945, which has become Chapter 281 of the Iowa code of 1946, is the basis for the current special education program in the state. Under its provisions and by means of biennial appropriations, the program has been extended until, in the school year 1950-1951:

1. Fifty-two counties are included in the midsummer picture as expecting to have the services of professionally trained supervisors of special education. Supervisors' positions approved are thirty-six in number.

2. Every school district in the state will be included in the statewide hearing-screening and speech-screening procedures.

3. District programs proposing the employment of thirty-six speech correctionists have been approved.

4. It is expected that every application by a school district covering individual special education needs can be approved.

5. Our various "aims" having to do with prevention as well as service are going forward.

6. Every agency and activity with an impinging program maintains a friendly cooperative and helpful attitude.

VETERANS DIVISION

The veterans division was established, within the department of public instruction, with a director, to meet the responsibility placed upon the department by its designation as the approving agency for the education and training of veterans under Federal law.

Public Law 346, 78th congress, more commonly known as the "Servicemen's Readjustment Act," was passed June 22, 1944, and provided Federal government aid for the readjustment to civilian life of returning World War II veterans. The state department of public instruction was designated as the Iowa state approval agency to administer the provisions of the law.

Public Law 346, was amended by Public Law 679, 79th congress, on August 8, 1946. One of the purposes of this law was to lay a sound foundation for the highest quality of training which could be given to a veteran who elected to pursue a course of training on the job and to prevent the abuses which had come to the attention of the veterans administration during the intervening period from 1944 to 1946. This legislation prescribed definite standards and criteria to be observed in approving on-the-job training establishments. The law also authorized the veterans administration to reimburse the state for expenses incurred in rendering necessary services in ascertaining the qualifications of industrial establishments for furnishing on-the-job training and in the supervision of the establishments furnishing such training.

The number of approved establishments reached its peak in December 1947, when 12,762 firms had been certified to the veterans administration as being qualified to train veterans. With the passage of time, more and more veterans completed their training and as a result on June 1, 1950, the number of approved firms had decreased to 6,349. Of this number, only 2200 establishments had veterans in an active training status.

The department of public instruction is also the accrediting agency for approval of educational institutions

for the training of veterans and as of November 1949, 1,220 schools had been approved. Since neither the state nor the Federal government provided funds, we have been severely handicapped in our efforts to supervise proprietary institutions adequately. However, Public Law 610, 81st congress, approved on July 13, 1950, has also prescribed definite standards and criteria to be observed in approving proprietary schools, and the veterans administration has been authorized to reimburse the state for expenses incurred in supervising these schools. This provision will enable the department to maintain better control over the private institutions to insure the best training possible for the time and money expended.

Peak enrollments of veterans:

Veterans enrolled for on-the-job training—12,477 during February 1947.

Veterans enrolled for institutional training—26,448 during November 1947.

ADMINISTRATION AND FINANCE

The division of administration and finance was established July 1, 1945, as a result of the passage by the Fifty-first General Assembly of the supplemental aid act, which appropriated two million dollars for the biennium beginning July 1, 1945, for aid to schools. Subsequently on the passage of the general aid act, it was given to this division for administration.

For the fiscal year ending July 1, 1950, the division processed the claim and distributed state aid to over 4,700 school districts in the amount of approximately \$17,000,000.

In addition to these duties, the administration of the county administration act and the school district reorganization act were added to this division. At present its duties includes the following:

Administration and processing of all state aid claims.

Preparation and administration of internal office budget.

Office bookkeeping.

- School district reorganization.
- Improvement of administration and conference funds.
- County improvement of instruction funds.
- Advising school boards on finance and administration matters.
- Supervision of uniform financial accounting.
- Supervision of county board of education budgets.
- Preparation of school laws and legislative liason.
- Research and statistics.
- Preparation of annual and biennial reports.

At the present time the division has one director, one chief auditor, and one reorganization consultant.

PUBLIC SCHOOL TRANSPORTATION

Previous to 1945, public school transportation in the state of Iowa was operated entirely on a local basis.

Under Section 276.26 of the Iowa code, consolidated schools in the state of Iowa are required to transport all pupils living within said corporation and more than a mile from school. There was no legislation, however, permitting independent school districts to purchase busses with which to transport non-resident pupils to school. Consequently, public school transportation outside of consolidated districts was largely provided by parents on an unsupervised basis.

The Fifty-first General Assembly in 1945 enacted legislation providing for the state-wide transportation program under which we now operate. This program is under the supervision of the department of public instruction and locally, under the county boards of education.

School districts in the state are authorized to purchase or lease busses for transportation of resident or non-resident pupils who are eligible for transportation.

All local transportation arrangements, including routing of busses, are subject to the approval of the county board of education.

State aid to the various districts for transportation service rendered is appropriated by the state to the amount of three million dollars per year. This is allocated to transporting districts on a per pupil basis. The amount varies

in accordance with a formula written in the law which takes into consideration the average number of pupils transported, type of roads over which the bus must travel, and miles of vehicular travel per pupil, per year. For the school year 1949-1950, state aid for school bus transportation will average approximately \$27.00 per pupil. The average cost of bus transportation in the state is approximately \$65.00 per pupil. When bus service is unavoidable or impracticable, parents may be required to transport their children to school. State aid for parent transportation is a flat \$23.00 per pupil, per year.

As of June 1950, there were 2,980 school busses available in the state. 213 private cars, in addition to the above, were operated under contract during the 1949-1950 school year.

All busses and private cars under contract must meet construction specifications set up by statute and by the department of public instruction regulations. Annual inspections of school busses and cars under contract are carried out each year under the supervision of the department of public instruction and with the cooperation of the Iowa state highway patrol.

SCHOOL LUNCH PROGRAM

In 1930, at the beginning of the depression, many school children were hungry. Emergency programs were started with local funds from organizations such as parent-teacher associations and charitable organizations. Some Federal aid was given through RFC loans and WPA projects.

In 1935 surplus food was made available for school lunch programs by the surplus commodity corporation, and this was the real beginning of the school lunch program in Iowa. By 1941 about 4.75 million children were being served with surplus foods. By 1942 there were no surplus foods and congress appropriated funds to buy food for school lunches. The program operated under these year-by-year appropriations until 1946, when the national school lunch act was passed.

By the terms of this act the administration of the program at the state level was transferred from the department of agriculture to the chief educational agency in each state. In 1946 then, the department of public instruction began administering the school lunch program in Iowa.

The act puts no ceiling on the appropriation and authorizes congress to appropriate such "sums as may be necessary to carry out the provisions of the act." For the 1946-1947 school year congress appropriated seventy-five million dollars and later in the year appropriated an additional six million to operate the program. For the year 1949-1950 the appropriation is eighty-three and one-half million dollars.

The program in Iowa since it was taken over by the department of public instruction has grown from 715 programs operating in 1946-1947 to 930 programs in the year 1949-1950.

EDUCATIONAL AGENCY FOR SURPLUS PROPERTY

During the administration of Governor Hickenlooper the superintendent of public instruction was designated as the state educational agency for surplus property.

The purpose in establishing this agency was to secure and distribute a maximum of the available government surplus property, following the war, for the schools and colleges of Iowa.

Originally the program included only shop equipment and tools for the instructional purposes but under the current Public Law 152, the program has expanded to include all usable items necessary in the school system. In the past four and one-half years, this agency has received surplus property valued at approximately seven million dollars.

This agency operates with a general warehouse located at the Iowa state fairgrounds. All items allocated to the state through the U. S. office of education are brought to this warehouse in large quantities and distributed to

the individual schools on the basis of pupil enrollment and need.

III

ASSOCIATED BOARDS OR COMMISSIONS

Certain educational functions in Iowa are not centered directly in the superintendent of public instruction, but are delegated to boards or commissions of which the superintendent is an ex-officio member and often the administrative officer.

On these boards or commissions the superintendent exercises great influence in carrying on the work, while in others she is responsible only to the extent that she is a member on the board.

BOARD OF TRUSTEES OF STATE LIBRARIES AND DEPARTMENT OF HISTORY AND ARCHIVES

The Iowa state libraries are successors of the library of the territory of Iowa, founded by congress in 1838. In 1846, the state assumed control, but not until 1872 was the state library organized, with an ex-officio board of trustees.

On April 23, 1872, the Fourteenth General Assembly passed an act creating a board of trustees to govern the state library. Its membership consisted of the governor, judges of the supreme court, secretary of state, and superintendent of public instruction. The act provided for a state librarian to be appointed by the governor.

The state historical department was created by an act of the general assembly in 1892, directing the library board of trustees to appoint a curator to have charge of same. Subsequently he was given legal custody of the state historical building and the collections therein, state monuments, memorials and works of art on the grounds and in the buildings at the seat of government. (Code Sec. 303.1).

An act of the Forty-eighth General Assembly, approved February 13, 1939, abolished the state library, the historical department and the library commission. Suc-

ceeding these were established the state traveling library, the state law library, the state medical library and the state department of history and archives, under control of a board of trustees consisting of the governor, a member of the supreme court and the superintendent of public instruction. The librarians and curator of the department of history and archives are appointed by the board.

The public library commission, of which the superintendent of public instruction was a member, was established by an act of the general assembly on March 20, 1900. It was abolished in 1939 as above stated. Its membership consisted of a state librarian, the superintendent of public instruction, the president of the state university, and four others, at least two of whom were women. The members were appointed by the governor.

The purpose of the library commission was to promote the establishment and efficiency of free public libraries and public school libraries in the state.

BOARD OF EDUCATIONAL EXAMINERS

Prior to 1858, the examination of teachers was a local function, with the resident school board often conducting the examination. On March 12, 1858, a law was passed which set up a county board of examiners in each county. This board consisted of the county superintendent and two assistants appointed by him.

Secretary Benton of the board of education in 1861, recommended a state board for the examination of teachers. He suggested that this board be known as the educational board of inspection, and that the membership consist of the faculty of the state university, of which the professor of the normal department be chosen as chairman, and the secretary of the board of education its ex-officio secretary.

On December 20, 1862, the board of education, the rules and regulations of which then having the force and effect of law, followed out this suggestion by pass-

ing an act to create a state board of examiners with exactly the personnel as was recommended by Secretary Benton. Certificates granted by the board were for life and valid in any of the public schools of the state. This plan was not a success, and examinations and certification of teachers continued to be almost a local function.

The present state board of educational examiners was created by the Nineteenth General Assembly in 1882, with the state superintendent of public instruction acting as president of the board, and also as administrative officer. Other members of the board were as follows: the president of the state university, the principal of the state normal school, and two persons appointed by the executive council, one of whom shall be a woman. Since the enactment of the above statute, the personnel of the board has been changed. It now includes the superintendent of public instruction as chairman and executive officer, a president of one of the three state schools, a town or city superintendent, a county superintendent, and a president of a private four-year college.

Gradually, since 1882, the examination and certification of teachers has been centralized under the board of educational examiners.

The Thirty-first General Assembly, in 1906, passed the teacher's uniform state certificate law which transferred the licensing of teachers from the county to state authority. Under this plan applicants for county certificates would take their examinations under the county superintendent, but the writing of the questions, the grading of the papers, and the issuing of the certificates were handled by the state board of educational examiners.

At the beginning, the board of educational examiners employed only one person who served in the capacity of secretary. The secretary works under the immediate direction of the superintendent of public instruction.

During World War II, and following its close, the work of the board of educational examiners has been greatly expanded. The secretary's title has changed to executive secretary and director of certification.

Under a new certificate law, the issuance of all county certificates by examination was discontinued on September 1, 1946, and normal training certificates two years later. Under the same law, by 1952, no new certificates will be issued to teachers who have not completed at least a two-year course in an approved college or normal school.

BOARD FOR VOCATIONAL EDUCATION

The state board of vocational education was created April 23, 1917, following the acceptance by the Thirty-seventh General Assembly of the provisions of the Smith-Hughes vocational education act, which was approved February 3, 1917. The membership of the board consists of the superintendent of public instruction, chairman and administrative officer; the president of the state board of education; and the commissioner of labor.

The organization of vocational education in Iowa, as of 1950, is as follows; a director over all vocational education, a supervisor of agricultural education with two assistants, a supervisor of home making education with two assistants, a supervisor of trade and industrial education, a supervisor of distributive education, a supervisor of guidance education, and a director of rehabilitation with a staff of workers.

The following table will show the number of Iowa schools offering vocational education in the four divisions under the Smith-Hughes law:

Year	Agriculture	Home Making	Trades and Industries	Distributive Education
1917-1918	6	0	2	
1918-1919	10	2	8	
1919-1920	25	10	17	
1920-1921	32	17	18	
1921-1922	43	23	18	
1922-1923	44	23	20	
1923-1924	54	28	22	
1924-1925	73	47	24	
1925-1926	94	39	24	
1926-1927	113	49	26	
1927-1928	109	47	26	

1928-1929	106	44	25	
1929-1930	109	49	27	
1930-1931	116	60	25	
1931-1932	113	63	23	
1932-1933	106	61	21	
1933-1934	101	63	20	
1934-1935	109	80	25	
1935-1936	117	85	26	
1936-1937	138	83	24	
1937-1938	139	101	23	3
1938-1939	148	134	23	4
1939-1940	168	164	23	6
1940-1941	190	176	31	6
1941-1942	203	187	28	4
1942-1943	194	186	33	3
1943-1944	163	177	26	14
1944-1945	130	167	30	6
1945-1946	133	170	37	10
1946-1947	161	174	36	7
1947-1948	168	180	34	24
1948-1949	174	180	33	17
1949-1950	194	181	33	13

VOCATIONAL REHABILITATION DIVISION

The vocational rehabilitation of disabled civilians has been provided in Iowa under the state board for vocational education since 1921. Iowa was one of the first states to cooperate with the Federal government under provisions of Public Law 236 passed by the congress in 1920.

The rehabilitation division has expanded from one worker and a handful of disabled applicants in 1921, to nineteen professional workers serving thousands of handicapped men and women each year. Since January 1, 1940, the program has been administered as a separate division of the board for vocational education with a director in charge. Both state and Federal funds for this important service of restoring handicapped men and women to jobs have been increased with the proportion of Federal funds approximately tripled following the passage of the Barden-LaFollette Act on June 6, 1943. This act, which was an amendment to the original Federal law, provided full reimbursement to states for all

administrative cost and for all costs connected with the vocational rehabilitation of war disabled civilians. It also provided that Federal funds might be used on a matching basis for the rehabilitation of those handicapped in employment because of mental as well as physical disabilities and for services of physical restoration where it is found possible to remove or materially reduce the job handicap.

The number of disabled adults who are eligible for rehabilitation and in need of its services is estimated to be at least seven in every one thousand of the general population. The division now has a constant active case load of well over two thousand men and women receiving services of diagnosis, guidance, physical restoration, training, placement, or other job adjustment assistance. This existing backlog of unserved applicants totaling approximately one thousand persons indicates the extent of the need among our disabled population. In order to facilitate services to these applicants the division has since July 1, 1949, established branch offices in Des Moines, Cedar Rapids, Sioux City, and Waterloo. That progress is being made in assisting greater numbers to become fully rehabilitated in self-supporting employment is shown by the following table:

	1922-44 (Average)	1945	1946	1947	1948	1949
Total no. rehabilitated	129	263	349	612	638	695

It is estimated that during the year ending June 30, 1950, another nine hundred to one thousand persons will have become fully rehabilitated and restored to suitable remunerative employment.

DIVISION OF GUIDANCE

The division of guidance was established by the superintendent of public instruction in the state department of vocational education as an occupational information and guidance service, on a half time basis, on July 1, 1944, with a supervisor in charge. One year later it was put on a full time basis. In 1946, the supervisor took an eigh-

teen months' leave of absence to work with the U. S. office of education. He returned to the office on January 1, 1948, and has since continued his work as a full-time supervisor.

TYPE OF SERVICES PERFORMED

The services of the state department of vocational information and guidance are extended to every school in Iowa which is endeavoring to set up a functioning guidance program. The services include an in-service training program, occupational information, assistance in the development of cumulative record folders, establishment of a functioning counseling program and other coordinating activities by the guidance program which include educational and vocational training opportunities, placement and follow-up, and public relations programs.

The guidance service publishes monthly during the school year a guidance newsletter called the *Guid-O-Gram*, a service feature to keep the counselors in the state informed of new tests, activities in the state, current occupational information, placement practices and procedures, and trends in the occupational fields.

Research is done on a limited scale due to the lack of funds for expansion. At the present time, Dr. Frank E. Wellman is employed cooperatively by the Iowa State College and the state board of vocational education and acts as a counselor trainer for the department.

IV

SCHOOL COMMISSIONS

During the history of the office of public instruction, a number of school commissions were established. They were usually set up by the general assembly as a result of recommendations made by educators. With but few exceptions, little was accomplished through any immediate adoption of the recommendations of these commissions.

SCHOOL COMMISSION OF 1856

Governor Grimes in his message to the general assembly of that year recommended that a commission of three persons be appointed, whose duty it would be to revise and improve the school laws of Iowa and report their proceedings to the next general assembly.

The general assembly acted favorably on the governor's recommendation. An act was passed on July 14, 1856, authorizing the governor to appoint within thirty days three persons whose duty it would be to revise and improve the school laws of Iowa and report back to the next general assembly.

Acting upon this authority, Governor Grimes appointed Horace Mann, an outstanding educator of Ohio, Amos Dean, president of the State University of Iowa, and F. S. Bissell, an attorney of Dubuque.

This commission made a most careful and thorough study of the educational needs of Iowa and reported back to the next general assembly. In the report, the commissioners made provision for common schools, high schools or academies, and the university. They favored the township as the district. All the powers exercised for school purposes over the county were centered in the county superintendent.

Relative to the state they recommended that the supervision of the whole school system be carried on by a state superintendent of public instruction, subject to the advice and recommendations of a state board of education.

The new contributions set forth in the report were, first, the proposal of a plan for a complete school system, where the inconsistencies of the school laws would be eliminated, and second, the introduction of the office of county superintendent.

In spite of the recommendation of the superintendent of public instruction that the report be adopted, no action by the Sixth General Assembly to reorganize the school system of the state was taken.

SCHOOL COMMISSION OF 1907

Superintendent John F. Riggs in his 1906 report stated, "There is a most urgent need of a thorough revision of the school laws, to the end that contradictory sections be brought into harmony and simplified."

The Thirty-second General Assembly followed his suggestions and authorized the governor to appoint a commission of three members one of whom should be an educator of the state and two practicing attorneys. The duties of the commission were defined as follows:

"Said commission shall have power to arrange, revise, and codify the existing laws relating to the public schools and to recommend additional needed legislation."

Those appointed on the commission were Professor Frederick E. Bolton of the State University of Iowa, Attorney Arthur Springer of Wapello, and Attorney William H. Bailey of Des Moines.

The commission undertook to prepare an entirely new code, using as much of the existing laws as possible. Its recommendations were:

1. The superintendent of public instruction was to be elected at regular biennial elections.
2. The qualifications were to be extended to either sex, and the candidate must be the holder of the unlimited certificate.
3. He was ineligible for any other office except as provided by law.
4. He was to be ex-officio president of the contemplated board of education.
5. His duties remained practically as before.
6. The course of study was subject to the approval of the superintendent of public instruction.
7. A board of education of seven members was to take the place of the state board of educational examiners. The board of education was to function in the field of supervision, inspection and classification of common schools, courses of study, equipment, and the examination and certification of teachers.
8. The board of education was to employ a state supervisor of schools and assistants who should be under the direction of the state superintendent.

The report and the recommendations of the commission received no support. It was never read before either house of the legislature.

BETTER IOWA SCHOOLS COMMISSION

In 1911 on the recommendation of Superintendent De-joe of the department of public instruction, a commission was appointed to revise the school laws of Iowa. The commission had a membership of forty-nine and its work was divided as follows:

1. School administration.
2. The rural schools.
3. The graded schools.
4. The high schools.
5. Industrial education.
6. State aid for public schools.
7. The school as a community center.
8. Publicity.
9. Facilities for the training of teachers.

The effects of the recommendations of this commission were important and far-reaching. As they affected the office of the state superintendent, the most important are:

1. Increase the power and efficiency of the department of public instruction; provide an adequate contingent and traveling unit; fix the salary of the superintendent of public instruction at not less than \$4,000 and make the term four years.

2. The employment of a rural school inspector under the department of public instruction.

3. That the office of superintendent of public instruction be made non-partisan elective.

The report of this commission was well received by the general assembly. Regardless of their political affiliations they joined in this movement to form a more efficient school system. A bill known as Senate File 70, which embodied the principal recommendations of this commission with minor amendments, was passed and signed by the governor on April 11, 1913.

The provisions of the law which modified the organization and functions of the department of public instruction were as follows:

1. The superintendent was to be appointed by the governor for a term of four years.

2. The superintendent was to be a graduate of an accredited university or college or a four-year normal school and have had five years experience as a teacher or superintendent of schools.

3. The superintendent was to have general supervision and control over the rural, graded, and high schools of the state and other public schools not under the state board of education or the board of control of state institutions.

4. Upon the approval of the governor he could appoint a deputy whose qualifications were to be the same as those of the superintendent. He could also appoint a chief clerk and inspectors.

5. The salary of the superintendent was to be \$4,000 per annum and the salary of the deputy \$2,500, the inspectors \$2,000 and that of chief clerk \$1,500. Traveling expenses were also allowed.

Under this law was established the largest and most complete department of education in the history of the state.

However, the office of state superintendent was not long to remain appointive. The Thirty-seventh General Assembly in April 1917 repealed the section making the superintendent appointive and provided that the office be again made elective, beginning with the general election of 1918.

SCHOOL CODE COMMISSION OF 1939

The Iowa school code commission was authorized by the Forty-ninth General Assembly of Iowa and appointed by George A. Wilson, governor of Iowa. Its membership was: Jessie M. Parker, ex-officio chairman, Mrs. S. A. Lincoln, Joseph H. Anderson, Sen. J. Kendall Lynes, Floyd Page, Cameron M. Ross, Director, Mabel Elwood, Secretary.

The commission was appointed to cooperate with the superintendent of public instruction in the preparation of a proposed revision and codification of the laws of Iowa relating to education.

After a thorough and exhaustive study, the commission submitted to the general assembly a 295-page printed report which was in the form of a bill. Part I of the re-

port explained the origin and development of the Iowa school code commission, the school code act, and the parts of the Iowa constitution which affected public school education.

Part II consisted of ten chapters with the following headings:

1. Scope, organization, and definitions.
2. State plan for education.
3. Functions of the state educational agencies.
4. Organization and administration of units.
5. Personnel.
6. Pupil welfare.
7. Instruction.
8. Transportation.
9. The school plant.
10. School finance and taxation.

It was late in the session before the report was submitted to the general assembly. The house of representatives after prolonged debate passed the bill, but it never came to a vote in the senate.

SECOND SCHOOL CODE COMMISSION OF 1941

The Fiftieth General Assembly created another code commission with the following membership: G. W. Hunt, chairman, A. L. Doud, Jr., Robert Keir, N. D. McCombs, B. S. Moyle, H. K. Peterson, Mrs. Raymond Sayre.

The objectives as stated were about the same as those of the previous commission. The legislation following the report of the second commission was due to a constant demand of the Iowa educators and others interested in new progressive school legislation. This demand came to a focus because of the studies and recommendations of the two commissions. The results were most gratifying to all persons interested in school legislation and may be summarized as follows:

1. That the current county administration of schools be strengthened by the election of a county board at the regular school elections, and the appointment by the county board of an executive officer, to be known as the county superintendent of schools.

2. That approximately one-quarter of the costs of public school education be paid from state funds, and distributed in such a manner as to (1) relieve the general property tax and (2) equalize educational opportunity.

3. That the cost of transporting pupils to and from the public schools shall be paid in whole or in part by the state.

4. That the county boards of education be given the responsibility of surveying the school situation in their respective counties, and of making plans for the reorganization of school districts in the interest of economy, efficiency, and equality of educational opportunity.

5. That the minimum qualifications for teachers be increased gradually until two years of collegiate teacher education has been reached on or before August 31, 1952.

6. That teachers be given greater security of tenure by provision for hearings, if desired by the teacher, in the event of the termination of existing contracts by the action of the board of school directors.

7. That a division for the special education of handicapped children be established in the state department of public instruction.

8. That the minimum salary for teachers be increased from \$65.00 to \$80.00 per month.

9. That provision be made for the establishment of equitable tuition rates.

10. That school boards may, on their own initiative, close the schools in their respective districts and arrange for educational facilities with other districts, when the cost of such facilities does not exceed the cost of maintaining their own schools.

The recommendations of the commission that were not enacted into law were:

1. That a state department of public instruction be created, consisting of the following: (a) A state board of public instruction consisting of seven members be appointed by the governor, and approved by the senate for a term of six years. (b) A state superintendent of public instruction appointed by the state board for a term of four years. (c) A deputy superintendent of public instruction; and (d) such assistants and employees as shall be deemed necessary.

2. That the present state board for vocational education be abolished and its duties and powers be given to the state board of public instruction.

3. That school boards in districts with high schools shall pay the tuition charges for any of its resident pupils who desire vocational instruction not provided by their home districts.

V

SUMMARY

Iowa was the twelfth state to establish the office of superintendent of public instruction. The office was created in 1841 by the Territorial Legislature. Under this act the superintendent was appointive, for a term of three years. At the close of the first year, the office was legislated out of existence. In 1846 under the state constitution the office was re-established as an elective office with the term set at three years. In 1858 the office was again discontinued, but was again recreated in 1864 as an elective office with a term of two years. It remained elective biennially until 1913, when by legislative act it was made appointive by the governor for a term of four years. It was appointive for only one four-year term when it was again made elective, with the length of term remaining four years, where it has since continued.

QUALIFICATIONS FOR STATE SUPERINTENDENT

Previous to 1913 little attention was given to professional qualifications for holding the office. The Iowa educational commission of 1908 recommended that the superintendent of public instruction should be the holder of an unlimited state certificate, but it was largely due to the recommendation of the better schools commission that the Thirty-fifth General Assembly in 1913, provided that the superintendent of public instruction should be a graduate of an accredited university or college, or of a four-year course above high school grade in an accredited normal school, and should have had at least five years' experience as a teacher or superintendent. It has since been made a requirement that he be the holder of a superintendent's certificate. While in the early years there were few legal requirements for holding the office of superintendent of public instruction, with but few exceptions, the men and women who have held the office were people of training, culture, integrity, and ability.

In all, nineteen men and three women have served as superintendents. Of this number seventeen were college or university graduates. Of the other five, each had some training in higher education, but had not earned a college degree. At the time they were elected to the office, nine were superintendents of town or city schools, five held college teaching or administrative positions, two were county superintendents, one was a secondary school teacher and principal, one was a Christian minister, two were members of the state superintendent's staff, and one was serving as secretary of the state board of education. However, a number of others had at some previous time been county superintendents.

SALARY OF THE SUPERINTENDENT

Most of the time since the establishment of the office, the superintendent of public instruction has been paid a comparatively low salary. The salary of the state superintendent, as is the case with all elective state officers, is set by the general assembly. In general it has been less than that of other state officials, but in 1947 it was raised to an equality with most of the other state officers. During the years the superintendent's salary has ranged as follows: 1841, \$250.00; 1846, \$1,200.00; 1864, \$1,300.00; 1866, \$1,500.00; 1870, \$2,200.00; 1913, \$4,000.00; 1931, \$4,500.00; 1933, \$4,000.00; 1935, \$4,500.00 1947, \$6,000.00; 1949, \$6,500.00.

ADDITIONS TO THE STAFF

Up to 1865, when a clerk was provided, the superintendent of public instruction had no clerical help. In 1868 a deputy was provided. In 1882 a secretary for the board of educational examiners was added. In 1911 an inspector was added to supervise the work of the newly established normal training schools. The law of 1913 provided for three more inspectors for the rural, graded, and high schools. In 1919, a director was added for the newly created "Teacher's Placement Bureau", but that office was discontinued on July 1, 1927, because of lack of an appropriation to carry on the work. From that time on

the increase in the number of staff members has been steady and continuous. At the present time the staff of the department of public instruction consists of the superintendent, the deputy, a chief clerk, legal advisor, a department of administration and finance, a supervisor of rural schools, four supervisors for elementary and high schools, a lunch program director, a director of special education, a transportation director, and a supervisor for veterans' education.

Other divisions under the direction of the superintendent of public instruction are: the board of educational examiners; the board for vocational education, with a director, and under his direction subject to the supervision of the state superintendent are the agricultural education division with a supervisor, a home making division with a supervisor, a trade and industrial education division with a supervisor, a distributive education division with a supervisor, a guidance education division with a supervisor, and a vocational rehabilitation division.

SOURCE MATERIAL

Special acknowledgement is made to Dr. Robert Ervie McConnel for the use of material in his doctors thesis as of 1928 at the State University of Iowa.

Also for material in the doctors thesis of Dr. Herbert Clarke Cooke as of 1929 at the State University of Iowa.

Some other material used was obtained from the statutes, and documents and reports of the department of public instruction.

COLLECTIVELY WE FORGET

The collective memories of people affect history. Nations that cannot remember the lessons of their own experience repeat them tragically in wars and revolutions. Curiously, individuals remember a good deal of what was good and what was evil in their own lives, but in groups they do not. They become so distracted by the present they lose their historical perspective. Collectively they forget. One of the great problems of education today is keeping vivid cultural and historical memories.—Agnes Lynn Marshall, in *Cosmopolitan*.

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